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MEMORANDUM FOR: Deputy Director for Support

SUBJECT : Promotion Policy for Career Trainees

REFERENCE : (a) Memo dated 23 December 1968 to D/Pers from DDS, same subject
(b) Memo dated 29 November 1968 to Executive Director- Comptroller from DTR, same subject
(c) Memo dated 27 December 1968 to DDP from C/CSPS, Subject: Promotion of Clandestine Services Officers and Career Trainees.

1. You have asked that I review the paper from the Office of Training (ref b) concerning promotion policy for Career Trainees and to recommend action by which we may resolve the problems raised therein.

2. With regard to an Agency-wide policy which would assure newly appointed Career Trainees two promotions at 7 and 10 month intervals, we have indeed been inconsistent in its application. During the recruitment and selection phases, Career Trainees have been assured that this rate of progression would be followed provided their performances proved to be satisfactory; many, who for various reasons have been retained in grade beyond the 17 month limitation, have charged the Agency with failure to meet its commitments.

3. The problem is particularly evident in the Clandestine Services. As pointed out in reference (b) there are 33 present and former Career Trainees who have been in grade GS-09 between 10 and 25 months, and there are 50 present and former Career Trainees who have been in grade GS-10 from 10 to 39 months. Of these, there are 19 current GS-09 Career Trainees who have not received a second promotion (all have been in grade since January 1968), and 17 current GS-10 Career Trainees who have not received a second promotion (all have been in grade since January 1968).

4. In order to resolve this immediate problem, the Clandestine Services **ILLEGIB** proposes in reference (c) the following:

- a. In January 1969 the appropriate Clandestine Services Panel will consider the promotions of the 33 present and former Career Trainees mentioned above.
- b. In March 1969 the appropriate panel will consider the promotions of the 50 GS-10's mentioned above.

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5. In the words of reference (c) those who are currently carrying the SJ career designation (19 GS-09's and 17 GS-10's) will be promoted at these times **ILLEGIB** provided their performances are certified satisfactory; the former Career Trainees at these grade levels will be advanced following a competitive review with the officers whose performance and potential merit such action.

6. In connection with future promotion considerations for Career Trainees, the Clandestine Services recommends that their promotions be timed so that their date of rank corresponds to that of former Career Trainees who are selected competitively and who have completed the same minimum time in grade. The rationale for this proposal is given below; what it means is that the Career Trainee who receives his first promotion 6 to 7 months after entering on duty, will have received his two promotions within a period of 18 to 24 months. The Clandestine Services requests that recruitment commitments take this time range into consideration and that this time span be applied to the Clandestine Services destined Career Trainees in the July 1968, November 1968 and March 1969 classes.

7. The Clandestine Services offers the following reasons for the above proposals: **ILLEGIB**

a. The Clandestine Services wants to establish an equality in date of grade between Career Trainees and their grade peers (former Career Trainees and non-Career Trainees) against the time when their promotions will be in strict competition with other Clandestine Services personnel at their grade levels. It is the contention of the Clandestine Services that Career Trainees think of themselves as belonging to a certain Career Trainee class rather than within a contemporary group in the Clandestine Services as a whole.

b. Over recent years, there has been a change in the hiring rate of Career Trainees. The Clandestine Services' point of view is that this has caused certain morale problems in that those who previously entered on duty at the GS-07 level are not now in pace with those offering the same qualifications being currently hired at the higher level.

c. The administrative machinery of the Clandestine Services promotion panels is heavily burdened in handling the promotion consideration cycle for their large numbers of personnel. By fitting Career Trainee considerations into these cycles, the area divisions will be better able to provide their judgements and the panels to make their decisions without additional demands out of cycle upon stations and bases and on internal administrative resources.

8. It is to be noted that headroom has not been mentioned as a major problem relative to Career Trainee promotion consideration.



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9. Reference (b) pointed out the request of the Office of Current Intelligence to extend the time-in-grade requirement for GS-10 Career Trainees from 10 to 12 months. Discussions with the Directorate of Intelligence indicates that, like the Clandestine Services, OCI wants to systematize their promotion considerations for Career Trainees by including them in the same cyclical pattern established for their non-Career Trainee professionals. OCI has in recent years had the largest input of Career Trainees in the Directorate of Intelligence, some 25 per cent of its total professional input. In addition, the Directorate of Intelligence has raised other problems it faces within the Directorate involving lack of headroom for Career Trainee advancement under established Career Service Grade Authorizations.

10. In considering the above deviations from a Career Trainee 7 and 10 months promotion policy (disregarding for the moment whether such policy has ever been officially endorsed by all Deputy Directors), it seems to me that they are manifestations of deeper problems troubling our Career Training Program as an Agency institution. At the moment I am unable to specify the exact nature of these problems; however, they may very well relate to the manner in which we seem to have expanded upon the original intent of an Agency Career Training program; the numbers of Career Trainees selected each year, and the methods by which requirements for such numbers are identified; the reality of recruiting highly qualified young men for basically unrelated career functions under the assurances of a carefully related early progression; in fact, even the feasibility of the continuance of such a program at this point in the Agency's history.

11. At any rate, the immediate problem is to do something to resolve the inconsistencies that currently plague both the Agency and the onboard or already recruited Career Trainees. If the Clandestine Services can clean up the backlog represented in its present group of GS-09 and GS-10 current and former Career Trainees in the next few months, and henceforth agree to the two promotions in an 18 to 24 month span, I feel that this is a reasonable immediate solution to its problem. Studies of what I consider to be the deeper problems will of necessity be lengthy and should not delay some short-range adjustments which will at least provide a partial satisfaction to those Career Trainees who feel that commitments made to them have not been honored.

12. I think we should recognize that there are certain functional differences in the four directorates that are bound to create inconsistencies if we continue to insist upon blanket treatment of junior professionals selected for or assigned to these directorates. To avoid inconsistencies in the Agency's commitments, I see no reason why these differences cannot be spelled out, generally, in the recruitment of a Career Trainee, and specifically at the time of his entrance on duty. By this I mean that the Career Trainee recruited for the Clandestine Services can be told he may expect two promotions in an 18 to 24 month time frame.

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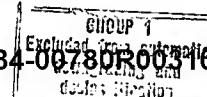
At the time of his entrance on duty he can be told, according to the Clandestine Services, the exact calendar dates of this time frame. In addition, he should be told the general practice for advancement in the early years of the other directorates with an explanation of the underlying reasons for any differences that exist. While it may be argued that preferences of assignment may be changed by the Career Trainee if different advancement possibilities are held forth to him, the fact is that selection (and recruitment) is based largely on qualifications and personal interest in a given functional area which, if strong enough are not likely to change based on a 1 to 6 month difference in the second promotion wait.

13. Subject to further discussion which you may wish to hold with the Executive Director-Comptroller, it is recommended that consideration be given to the following courses of action:

- a. Accept the action outlined in reference (c) and specified in paragraph 4 above.
- b. Agree to the proposal of the Directorate of Intelligence that the Office of Current Intelligence extend the in-grade requirements for Career Trainees in grade GS-10 to 12 months to conform to its practice for non-Career Trainee professionals until further studies can be conducted.
- c. Continue for the time being, current practices in the Support Services and the Directorate for Science and Technology with regard to Career Trainee advancement.
- d. Clarify the four programs mentioned in a,b and c above in order to permit recruitment officers and Career Training Program officers to explain their differences to Career Trainees generally at the time of recruitment and specifically at the time of entrance on duty.
- e. Inform members of the July 1968, November 1968, and March 1969 classes of these changes, the reasons therefore, and their applicability to class members.
- f. Rescind the 7 to 10 month commitment for future Career Trainee recruits.
- g. Recommend to the Executive Director- Comptroller that a Task Force be assembled to study the entire Career Training Program in depth.



Robert S. Wattles
Director of Personnel



SECRET**DD/S 68-6169****23 DEC 1968****MEMORANDUM FOR: Director of Personnel****SUBJECT : Promotion Policy for Career Trainees**

**REFERENCE : (a) Memo dtd 29 Nov 68 to ExDir-Compt
from DTR, same subject**

**(b) Memo dtd 15 Nov 68 to DD/S from DTR,
subj: Promotion of Career Trainees**

1. The attached paper from the Office of Training (Reference a.) discusses problems that have developed within the framework of the promotion policy for Career Trainees. I ask that you review this and recommend action by which we may resolve these problems.

2. Reference b. was a policy issuance by the Director of Training which set forth a schedule of promotions for Career Trainees. Under this schedule the first promotion was within the command control of the Office of Training; the second promotion rests with the command component to which the Career Trainee has been assigned. This paper was routed through your office, and the routing sheet also bears the initials of Messrs. [] for the Directorates of Intelligence and Plans respectively. Although the paper was thus coordinated, there is no evidence that the policy for promotions was officially adopted by the other Deputy Directors.

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3. Recruitment and Career Training Program officers have presumably been making commitments to applicants that they will receive promotions based on the schedule outlined by the Director of Training. We are therefore in effect making commitments without being certain that these will be honored by the command components. It is evident that the Clandestine Services have not adopted the schedule as they now have a total of approximately 84 CT's who have not had promotions from 10 to 36 months. Obviously this situation must be corrected because we are being quite inconsistent, both between ourselves and with the applicants.

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4. Further fragmentation of what we believe must be a single Agency-wide policy for the promotion of CT's is indicated in paragraph 5 of Reference a., which refers to a proposal of the Office of Current Intelligence to extend the time in grade requirements for CT's.

5. Please expedite your consideration of this matter in order that we may take proper action to correct the seeming inequities.

SIGNED R. L. Bannerman

R. L. Bannerman
Deputy Director
for Support

2 Atts

Refs a. and b.

SOS/DDS:FRW:dlk (18 Dec 68)

Distribution:

Orig & 1 ~ Adse w/O of ref a. (DD/S 68-5897) & w/t of ref b. (DD/S 67-5934)

1 ~ DD/S Subject w/cy of ref a. & O of ref b. + w/ background (DD/S 68 - 5033)

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2003 RELEASE UNDER E.O. 14176

MEMORANDUM FOR: Executive Director - Comptroller
 THROUGH : Deputy Director for Support
 SUBJECT : Promotion Policy for Career Trainees

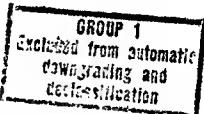
1. This memorandum contains a recommendation for your approval; such recommendation is contained in paragraph 1.

2. The Career Training Program finds itself in the untenable position of seeking highly talented junior careerists, whose average grade currently is slightly higher than GS-09/2, and articulating to them a promotion policy which recent experience reveals is not being implemented in certain components of the Agency.

3. Since 1964, with the concurrence of all the Directorates, Career Trainees have been told that they will be eligible for a first promotion upon the successful completion of approximately seven months of formal training in the Program, and for a second promotion approximately ten months from the date of the first. Three stipulations are made: (a) their performance must be rated at least Proficient; (b) they must have no security violations during the period; and (c) promotions of Career Trainees who attain the grade GS-11 are determined not by the Career Training Program but by the operating components to which they are assigned.

4. Generally, most Agency components are cooperating with CTP in implementing promotions along the above lines. In the Clandestine Services, however, promotions for a large number of present and former Career Trainees have been delayed by "headroom" limitations and intensive competition resulting therefrom. Currently, there are approximately 33 present and former CTs in grade GS-09 who have been in-grade between 10 and 25 months but whose promotions have been delayed. Similarly, there are 51 present and former CTs in the CS who have been in grade GS-10 anywhere from 10 to 39 months. For neither of these two groups have promotion dates yet been determined.

5. The Office of Current Intelligence recently informed CTP that it now wishes to extend the time-in-grade requirement for CTs in grade GS-10 from ten to twelve months in order to conform to its practice for non-CT professionals. Affected by this action would be four CTs presently assigned to OCI as well as several others whose assignment to that Office is anticipated from our July and November 1968 Classes.



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6. However modest these departures are from promotion projections originally given to CTs, there is a clearly discernible undercurrent of discontent among those affected, several of whom already have accused the Career Training Program of misrepresentation. It is not only virtually unmanageable to have fragmented promotion standards for what is supposed to be an Agencywide program; serious implications arise from the more basic fact that CTP currently is being asked by operating components to recruit junior professionals with higher and more precise qualifications. As a consequence of this and of generally higher starting salaries for the kinds of people we are seeking, CT starting salaries have increased gradually while, at the same time, advancement opportunities in terms of grade and salary are decreasing in significant areas of the Agency. As a consequence, our ability to attract and retain the services of highly talented young professionals has become more problematical.

7. It is recommended, therefore, that the question of establishing Agencywide promotion standards and advancement opportunities for Career Trainees be referred for study by the special ~~ad hoc~~ committee concerning Youth in Federal Service, chaired by Mr. Gordon Stewart, or by such other group you deem appropriate.

John Richardson

John Richardson
Director of Training

CONCUR:

R. L. Bannerman
Deputy Director
for Support

Date

The recommendation contained in paragraph 7 is approved.

L. K. White
Executive Director-Comptroller

Date

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Orig - Addressee (Return to DMR via DDS)
 1 - ER
 2 - DDS
 2 - DMR (1 w/h)

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DD/S 67-5934

15 NOV 1967

MEMORANDUM FOR: Deputy Director for Support

SUBJECT : Promotion of Career Trainees

1. This memorandum is for information. It outlines our practices with respect to promotion of Career Trainees, including procedures, effected in coordination with operating components, which accommodate the requirement to transfer Career Trainees upon completion of formal training.

2. What we try to maintain, basically, is an orderly pattern of advancement which the CT may expect if he meets performance requirements; which assures him of entry into his post-training Career Service in an equitable competitive status; and which can be implemented flexibly in accordance with current operating conditions in the Agency. Experience indicates that our present procedures are meeting these objectives with reasonable success. In summary, they are:

a. Career Trainees who enter on duty in grades GS-07 through GS-10, and whose performance is satisfactory, normally receive their first promotion after six months in the formal training program, or eight months after entrance on duty, whichever comes first. This provision recognizes that trainees enter on duty when cleared and available, but begin their training in classes which are formed three times per year, at four-month intervals. Thus a few trainees may work in an interim assignment for three months or more while awaiting a class, while others may enter the week the class starts; the average lead time is approximately two months.

b. Those whose first promotion puts them in grades GS-08 through GS-10, and who continue to perform satisfactorily, normally receive a second promotion after ten months in grade, effected in accordance with the following sequence of action:

(1) Upon completion of formal training CT's are transferred to the T/O's of operating components but retain the SJ Service Designation for a period of six to nine months.

GROUP 1
Excluded from automatic
downgrading and
declassification

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SUBJECT: Promotion of Career Trainees

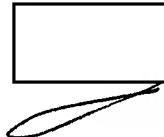
(2) During this period they are managed by the component to which assigned and their performance is evaluated. If reassignment or any other change in status becomes necessary, appropriate action is taken by the components concerned and the CTP Staff.

(3) After satisfactory completion of ten months in grade they are promoted to the next higher grade, by an action initiated by the CT Program with the concurrence of the component to which assigned, and their Career Service Designation is changed to that of the area of assignment.

c. Those who enter on duty initially at grade GS-11 or higher, and those whose first promotion is from GS-10 to GS-11, are handled on an individual case basis in coordination with the operating component concerned. These cases are few in number and involve individuals whose assignments usually are determined in advance, the so-called "directed assignments." Promotion and transfer actions affecting them are arranged in coordination with the receiving office.

3. I believe these measures represent a satisfactory adjustment to the recent reduction in length of the CT Program. They comply with the requirement for early transfer of CT's, and also provide a basis for joint action on promotions to maintain an equitable pattern of progression.

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JOHN RICHARDSON

Director of Training

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